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ABSTRACT

In its annual report, the Commission recounts the activities, hearings, and studies related to the future establishment of a National Program for Library and Information Services. A brief synopsis cites the needs, objectives, and standards for the suggested program. The act establishing the Commission (Public Law 91-345), lists of Commission members and committees, and a financial statement are appended. (DS)

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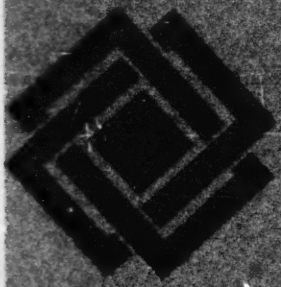

# NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

## ANNUAL REPORT 1973—1974

ED 088807

## NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

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**Note:**
**The logotype on the cover is an abstract representation of the Commission's goal of "equal access to information" for all citizens through interconnecting services and a central core of information.**

# NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

# ANNUAL REPORT TO THE PRESIDENT AND THE CONGRESS

## 1973—1974

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# INTRODUCTION

This is the third Annual Report of the National Commission on Libraries and Information Science covering the period July 1, 1973 to June 30, 1974. It is also the first report to a new President.

The Commission continued a high level of activity on a variety of fronts. It:

- Studied and weighed the information developed from the prior year's activities, together with new information and synthesized it into a picture of library and information service needs, adequacies and deficiencies, and requirements for action. The document embodying this picture is "A National Program for Library and Information Services."
- Subjected the National Program concepts to critical analysis, both from within the Commission itself and from the library and information community and the information-using public, to help ensure that the Commission's perceptions, plans and recommendations to the President and the Congress are firmly grounded in reality and reflect the best ideas that can be brought to light, within the Commission's charter and resources.
- Carried out a program of regional hearings and mini-hearings to solicit reactions to particular aspects of the Commission's developing program, to provide a forum for bringing current or new problems and possible solutions to the Commission's attention, and to help stimulate planning and other activities by the participants themselves.
- Completed an initial study of the nation's needs for library and information service and made arrangements for publication and dissemination of the findings through the Government Printing Office.
- Sponsored three studies by contractor organizations, in support of the National Program planning, in the areas of (1) continuing education for library and information science personnel; (2) current and future funding for public libraries; and (3) operation of future bibliographic centers and document resource centers.
- Carried out other studies and continued its program of communications with government agencies, professional societies, trade associations and other organizations important to the solution of the nation's library and information service problems.

This report describes these activities and presents some of the major conclusions and recommendations emanating from them.

# NATIONAL PRIORITIES. THE NEED FOR A NATIONAL PROGRAM

It is very easy to offer verbal support to the notion of a free flow of information for everyone. It is also easy to think that such a flow already exists and that there is no need for improvement. The array of thorny problems facing our Republic in the atomic age make it difficult to realize that very high priority must be given to the orderly development of information services. Yet these services are essential to the solution of every other critical problem. This was recognized by the Congress when it established the Commission.

In defining the purpose of the Commission, the Congress stated its view that information is critical to every other national priority. This being so, information must, itself, be made an objective of highest priority. This report of the Commission is focused on that objective.

In June 1973 the Commission established an internal committee with the responsibility for developing a document that would address the major issues facing the nation with respect to libraries and information services. This committee was chaired by Joseph Becker with the following Commissioners as members: William Baker, Frederick Burkhardt, Carlos A. Cuadra, Leslie W. Dunlap, John Lorenz (for L. Quincy Mumford), and Bessie Boehm Moore. The combined efforts of the members of the committee resulted in a preparation of a first draft of a National Program Document which gave the Commission's view of the current library and information problem, as well as the possible approaches to the solution.

One major purpose of developing the National Program Document was to provide a common focus for eliciting additional information from librarians, information specialists, and interested citizens throughout the country. The first draft was circulated widely during the year, and thousands of comments were received by the Commission from individuals, from testimony taken at regional hearings and from opinions gathered at open forums conducted through the professional press and at association meetings.

By June of 1974 the Commission was able to publish a synopsis of a second draft of the document which reflected the ideas and critical comments by the many organizations and persons in the public and private sector. The full second draft, **"A National Program for Library and Information Services, A Synopsis of the Second Draft Proposal"** will be available in the fall of 1974. This latest draft

proposal calls upon Federal and state governments to bear permanent responsibility for preserving and maintaining the knowledge resources of the country and suggests a program plan for achieving the goal.

The Commission's aim in the year ahead will be to seek the widest possible reaction to the second draft, not only from librarians and information specialists but from lay users and from the private sector. The next draft will include a section that will address the current problems confronting nonlibrary elements of the information community and will outline a suggested role for the private sector in the future national program.

More than 20 specialists are being commissioned to analyze selected topics and issues related to the National Commission's proposed National Program for Library and Information Services. The specialists will be asked to appraise the ideas and plans in the program from their own perspective, and to provide a concise analysis of the implications of the proposed program in their area of expertise. The Commission anticipates publishing the resulting papers. They will also be available through the ERIC Clearinghouse on Information Resources system.

The synopsis of the second draft of the "National Program for Library and Information Services" follows. Copies of the National Program Document are available through the Commission at 1717 K Street, N.W., Suite 601, Washington, D.C. 20036, or through the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

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## NATIONAL PROGRAM FOR LIBRARY AND INFORMATION SERVICES

### A Synopsis

### INTRODUCTION

In order to strengthen, integrate and sustain for all people the records of civilization, the National Commission on Libraries and Information Science proposes a new National Program for Library and Information Services based on these assumptions:

1. The total library and information resource in the United States is a national resource which should be developed, organized and made available to the maximum degree possible in the public interest.
2. All people have the right, according to their individual needs, to realistic and convenient access to this national resource for their personal enrichment and achievement.

3. With the help of new technology and with national resolve, the disparate and discrete collections of recorded knowledge in the United States can become in due course an integrated nationwide network.
4. The rights and interests of authors, publishers and other providers of information can be incorporated into the national program in ways which maintain their economic and competitive viability.
5. Legislation can be devised for the coherent development of library and information services that protects personal privacy and intellectual freedom, and preserves maximum possible local, state and regional autonomy.

## THE NEED FOR A NATIONAL PROGRAM FOR LIBRARY AND INFORMATION SERVICES

### THE RESOURCE.

In any advance society, a major part of its culture is cumulated and handed down to the generations in the form of records. These records consist of books, journals and other texts; of audio and visual materials; and of smaller units of data that can be separately manipulated, as by a computer. In recent years these records have become increasingly varied through technological extensions of written words, pictures, sounds and other symbols. As the totality of knowledge grows and as the number and variety of records increase, the dependence of society upon them becomes ever more crucial. Whether mankind progresses or regresses in the future will depend in large measure on the command of the collective memory of record.

Such command can occur only if the resources of multitudes of diverse public and private agencies that create, store, process and distribute the record are melded into a new national program—the publishing industry, the information industry, the indexing and abstracting services, the communications media, the information centers and the thousands of public, school, academic and special libraries in government and business, in the professions and in such institutions as museums, prisons and hospitals.

### THE NEED FOR ACCESS.

Ready access to recorded knowledge is indispensable to individual advancement and to national growth. For the individual, the resource helps to solve immediate problems in his daily life and work, to further this continuing education, to enrich his understanding of the arts and sciences, to satisfy his curiosity and to pass leisure

time. These benefits should accrue to all people, regardless of their location, social or physical condition, economic status, or level of intellectual achievement.

For business, industry, government and other organizations, the prompt supply of information is essential to planning and decision-making. For business, information helps to forecast markets, develop new products and adapt new technologies. For government at all levels, it helps to ensure that the public welfare is wisely fostered.

## THE INFLUENCE OF TECHNOLOGY.

Four new technologies affect the nation's ability to handle its records—computers, micrographics, telecommunications and audio-visual systems. The use of computers and micrographics in libraries has already been pioneered. Films, filmstrips, slides, discs, video tapes, audio and video cassettes are already well used in many libraries. Computers have been applied so far mainly to library housekeeping functions; their potential for storing, analyzing and retrieving information has not yet been fully explored. Advances in telecommunications such as Community Antenna Television (CATV) promise to bring two-way, interactive communication between the home or office and multiple sources of information.

## THE RATIONALE FOR FEDERAL INVOLVEMENT.

The Federal Government must be involved in a new National Program for Library and Information Services because library and other information resources are national as well as local concerns. The resource in its totality belongs to the people and adequate means must exist to make this knowledge available to the people whenever it is needed. A workable program for its dissemination therefore requires close cooperation between the Federal Government and the states, between state and local governments and between the public and private sectors. Such cooperation can be fostered only by means of Federal initiative and legislation.

## COPYRIGHT.

The resolution of the complex national problems of copyright is crucial to cooperative programs. The judicially constructed doctrine of "fair use" is only a partial answer, and the eventual solution must reconcile the rights and interests of authors, publishers and other providers of information with those of the user. New understandings about copying from network resources, especially in the context of new means of reproduction and distribution are



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needed to protect the economic viability and continuing creativity of authorship and publishing.

## CURRENT PROBLEMS IN LIBRARIES

The libraries in the United States, together with other information agencies, are the foundation on which a nationwide network should be built. The current problems of Federal, public, special, school and school media, university and research and other academic libraries are detailed in the full text of the proposed national program. The following principal concerns are generalized from testimony taken at the Commission's regional hearings, from research studies and reports and from conferences with professional and lay groups.

1. The growth of libraries in the United States has been fragmented and uneven, leading to waste and duplication of the total knowledge resource and, for lack of common standards, creating obstacles to a cohesive national program.
2. The distribution of library services is correlated with that of population and financial support. While some people have easy access to rich resources, others still lack the most elementary forms of service.
3. The problems of people who lack even the most basic information services or are served only marginally must be identified and addressed.
4. There is a limit to self-sufficiency in the ability of any library, even the largest public or research library, to satisfy its constituents.
5. Special libraries with work-related goals serve at present only limited clienteles.
6. Funding at every level is inadequate. A major change in Federal policy is needed to ensure mutually reinforcing funding formulas.
7. New Federal legislation should give local libraries the incentive to join larger systems outside their immediate jurisdictions.

## THE TREND TOWARD COOPERATIVE ACTION

### PRESENT NETWORK ACTIVITIES.

Librarians have long shared resources through such means as union catalogs and interlibrary loans. During recent years, encouraged by Federal and state leadership and funding, they have begun to evolve more formal, contractural "systems," "consortia," or "networks," a few of which, such as MEDLARS, already benefit from com-

puter and telecommunications technology in the provision of regional and local services from national resources. Typical of evolving networks are the intrastate programs in California, Illinois, New York, Ohio and Washington, and the interstate programs in New England, the Southeast and the Southwest. Increasingly, the search for fruitful ways to share the public/private knowledge resource crosses geographical, jurisdictional and type-of-library boundaries.

## BARRIERS TO COOPERATIVE ACTION.

1. The information community in the public and private sectors is growing more diverse and the components—the libraries, the publishing industry, the information industry, the indexing and abstracting services, the educational institutions and the various government agencies—have had little experience in working together toward a common national goal.
2. State and local, institutional and private funding is unstable and insufficient and is not designed to foster interjurisdictional cooperation.
3. Traditional funding patterns are not supportive of both local and nationwide objectives.
4. No national guidelines ensure the development of compatible statewide and multistate network services.
5. Many Federal libraries and information centers have neither adopted a fully-open policy toward serving the general public nor formed among themselves a Federal network.
6. The attitude of librarians toward the new technologies and new conceptions of the role of the library in society is often negative.
7. The library workforce needed to plan, develop and operate cooperative networks is not yet being well enough trained to deal with nonprint materials or with computer and communication technologies.
8. Except for the Library of Congress, the nation does not yet have an official center to coordinate the processing and distribution of standard bibliographic records.
9. A final obstacle to the sharing of resources is the lack of public knowledge about their existence and location.

## THE RECOMMENDED NATIONAL PROGRAM

The recommended national program is an overall structure within which current deficiencies can be corrected and future requirements addressed. It is intended to be evolutionary, and it assumes the continuation of and need for catergorical aid. It would coordinate and reinforce all Federal efforts to support local and specialized services.

## PROGRAM OBJECTIVES.

1. Ensure that basic library and information services are adequate to meet the needs of all local communities. Local libraries and information centers of all kinds and sizes are vital links with the people. For the sharing of resources, strong systems need strong components.
2. Provide special services to special constituencies, including the unserved. Large sectors of our society need attention and materials of unusual sorts—the poor, the illiterate, the visually and physically handicapped, the institutionalized, the ethnic minorities, the retarded, the very young, the very old, the innercity youths, the migrant workers, etc.
3. Strengthen existing statewide resources and systems. The states are the building blocks of any national system; yet, while some states have well-developed programs, others do not and some have no statewide programs at all. The national program would help the states to form intrastate networks compatible with the one built for national use. The Federal Government would fund those aspects of the national program that are of national concern in return for a commitment from the states to accept, in cooperation with the local governments, a fair share of the responsibility for funding libraries within their own jurisdictions.
4. Develop and continually educate the people required to implement a national program. A successful program will depend on new approaches to manpower development, technical training, continuing education and trustee orientation.
5. Coordinate existing Federal programs of library and information service. The thousands of Federal libraries and other information services, including the national libraries, are critical parts of the national program and must be maintained, as administratively autonomous units, at levels high enough to fully satisfy the national need.

6. Make the private sector an active partner in the development of the national program.
7. Establish a locus of Federal responsibility charged with implementing the national program under the policy guidance of the National Commission. This agency should have authority to make grants and contracts and to promote standards, but must be supportive and coordinate rather than authoritarian and regulatory.
8. Plan, develop and implement a nationwide network of library and information service. Only by melding of present and future cooperative systems into a national structure can the rich resources of this nation be fully exploited.

Meeting the above eight priority objectives constitutes the sum of the Commission's proposed program. In some instances, existing programs would be strengthened or reoriented. In other cases, the Commission would initiate new programs—such as the nationwide network.

## THE NATIONWIDE NETWORK CONCEPT

## MAJOR FEDERAL RESPONSIBILITIES.

The Federal Government would force no library or other information service to join the network, but would provide technical inducements and funding incentives to state governments and the private sector to strengthen their ability to become effective components of a mutually reinforcing program.

### 1. TO ESTABLISH STANDARDS.

The Federal Government has a major responsibility to encourage and support efforts to develop: (a) the standards required to assure interconnecting between intrastate networks, multistate networks and specialized networks in the public and private sectors; (b) the standards for computer software, access and security protocols, data elements and codes; (c) for bibliographic format (as in MARC II); (d) for journal articles; (e) for maps, pictures, films, computer tapes and sound recordings; (f) for literary texts in machine-readable form; and (g) for reprography and micrographics.

### 2. TO MAKE UNIQUE NATIONAL COLLECTIONS AVAILABLE NATIONWIDE.

Institutions with unique resources of national significance such as the Harvard University Libraries, the New York Public Library, the Newberry Library and

the Glass Information Center in Corning, New York, would be provided incremental funding to help extend their extramural services to the whole country.

### 3. TO DEVELOP CENTRALIZED SERVICES FOR NETWORKING.

While many services can be better managed locally, others might be sponsored centrally in either the public or private sector. For example, a national audiovisual repository, a national system of interlibrary communication, a national periodical bank, or machine-readable data banks of articles and abstracts in the fields of language, literature, musicology, etc.

### 4. TO EXPLORE COMPUTER USE.

In due course, computers will become indispensable tools of network operations, not only for routine clerical tasks but also for the retrieval of the knowledge resource in machine-readable form. In addition to dedicated mini-computers for local internal processing, a nationwide network might be expected to employ centralized computer installations (a) for production of bibliographic data for use by local agencies throughout the country; and (b) for searching the knowledge resource itself to learn what is available where, to record new holdings and to arrange interlibrary delivery.

### 5. TO APPLY NEW FORMS OF TELECOMMUNICATIONS.

In order to place people in more immediate contact with the total national information resource, a future telecommunications system might eventually integrate teletype, audio, digital and video signals into a single system. The greatest boon to national access to the public knowledge resource would be free or reduced rates for educational and cultural use of the Federal Telecomminications System and satellite communication channels, at least until the traffic reached an economically viable level.

### 6. TO SUPPORT RESEARCH AND DEVELOPMENT.

A Federal program of research and development, through grants and contracts, should address such problems as the application of new technologies, the relevance of services to different reader communities, the effects of new information systems on users, and the profession itself as it struggles with the dynamics of change

### 7. TO FOSTER COOPERATION WITH SIMILAR NATIONAL AND INTERNATIONAL PROGRAMS.

In order to tap the knowledge resources of the world, the national program should support such efforts as UNESCO's UNISIST project and the activities of the International Standards Office, the International Federation of Library Associations and the Organization for Economic Cooperation and Development.

## SUPPORTING ROLES

In addition to the foregoing recommendations regarding the Federal role, key components of the proposed national program are the fifty state governments, the private sector and the Library of Congress.

## ROLE OF THE STATE GOVERNMENTS.

The Federal Government would fund those aspects of the program that support interstate objectives, are of concern nationally and stimulate statewide library development; the state governments would assume the major share of the cost of coordinating and supporting the intrastate components of the network as well as part of the cost of participating in multistate planning. The states could participate most helpfully by enacting or updating library legislation and by establishing or strengthening state library agencies to administer state programs in the context of the national program.

Some of the advantages that would accrue to a state from its participation in a nationwide network are: (1) more information for its people than could possibly be amassed through its own captial investment; (2) reduced interstate telecommunication costs; (3) access to computer software, data bases and technical equipment; (4) compatibility with national programs; (5) matching funding for bringing local resources up to national standards; (6) matching funding to initiate network operations; and (7) the ability to invest mainly in immediate state and local needs while relying upon the national network for specialized materials and services.

## ROLE OF THE PRIVATE SECTOR.

A great source of strength in American life lies in our pluralistic form of society in which both the public and private sectors have mutually supportive roles in the provision of national services. Each of the two sectors has its own important role, which should supplement and not compete with each other. The private sector should con-

tinue to contribute its expertise in the creation, marketing and distribution of books, data and other resources as indispensable parts of the national program.

## ROLE OF THE LIBRARY OF CONGRESS.

Although not so designated by law, the Library of Congress is **de facto** the national library. The Commission believes that the Library of Congress should accept the following responsibilities in the national program: (1) expansion of its lending function to that of a national lending library of final resort; (2) expansion of coverage under the National Program for Acquisitions and Cataloging; (3) expansion of machine-readable cataloging (MARC); (4) the on-line distribution of the bibliographic data base to the various nodes of the national network; (5) an augmented reference service to support the national system for bibliographic service; (6) operation of a comprehensive national serials service; and (7) improved access to state and local publications.

## PROPOSED LEGISLATION AND FUNDING.

Future legislation toward a national network will define the role of the Federal Government, the national libraries and the states; specify the functions to be performed centrally; establish the basis for Federal-state and state-local matching funding; designate an agency for implementing the policies of the National Commission; and safeguard privacy and the freedom of expression.

Categorical Federal assistance programs for libraries have thus far supported acquisition programs, new services, library training and research, building construction and aid to special groups. In 1973 the Administration recommended the substitution of revenue sharing for Federal grant programs for libraries. The preponderance of testimony to the Commission says that revenue sharing is not working for libraries. Recent actions by the Congress have restored appropriations for many of the categorical aid programs but, despite the proposed Library Partnership Act, the threat of their discontinuance persists.

An enlightened public policy of support for library and information activities and continuing financial assistance are considered vital to the national program. An infusion of Federal and state aid on a large scale is mandatory.

## CONCLUSION

The Commission believes that the country's library and information services are not yet organized to meet the needs of the nation as a whole. The nation must

change directon by treating recorded knowledge as a national resource for the benefit of all people. The necessary changes in manpower development, in the applications of technology, in Federal and state investment policy, in cooperative, interjurisdictional arrangements and in styles of services will come about gradually; but the Commission is satisfied that the library and information communities are now prepared to work together toward common national goals. It urges the American people to give high priority to a new National Program for Library and Information Services.

## SUPPORTING STUDIES

The Act that created the Commission says that the Commission shall: ". . . conduct studies, surveys, and analyses of the library and information needs of the nation, including the special library and information needs of rural areas and of economically, socially, or culturally deprived persons . . ."

### ANALYSIS OF THE DENVER USER NEEDS CONFERENCE FINDINGS

Preliminary studies by the Commission showed that very little information was available on the needs for library and information service. As a result, a small invitational working conference, sponsored by the Commission's Committee on Users' Needs, was held in Denver, Colorado, in May 1973 to begin developing user needs information responsive to the charge given to the Commission by the Congress.

The participants at the conference were selected as representatives of users and each participant was asked to provide an analysis and description, following uniform guidelines, of the needs of the group that he or she represented. After two days of presentations, questions, and other interchange, the participants were asked to review and recast their papers, incorporating new information or perspectives developed as a result of the conference.

During the year covered by this report, the participants in the Denver User Needs Conference submitted their reports, which then underwent careful analysis by the Committee, with extensive support from a consultant, Dr. Marcia J. Bates, University of Maryland. The findings and implications of the conference, together with the individual papers describing the specific needs of various groups, were prepared for publication and submitted to the Government Printing Office in May 1974. The publication is entitled, **"Library and Information Service Needs of the Nation: Proceedings of a Conference on the Needs**



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**of Occupational, Ethnic, and Other Groups in the United States."**

Many of the descriptions of needs for library and information service, for most of the individual groups, had a common theme: Our citizens need large amount of "life information"—information contributing to day-to-day survival and success in living. They have always needed such information, but now, in an increasingly complex society, the need is growing and becoming more insistent. Many of our citizens are receiving poor service in this area, and the conference participants felt that, for the time being, disproportionately large resources should go into bringing the status of the currently unserved or poorly served up to that of the well served. In the category of the less well served, the participants included not only the culturally isolated, the handicapped, and other minority groups in the general population, but also the lower echelon professional and occupational groups who do not get the quality of service that, for example, scientific researchers receive. Since many of the unserved do not or cannot read, strong emphasis must be given to the use of nonprint media.

Conference participants pointed to the problems created by the sheer quantity of information that is potentially accessible. There are now so many different sources dispensing so much information that the user who is in need of a specific kind of information often does not even know where to begin. In the view of many conference participants, libraries could and should take on the role of central switching agency in the community and should become the first place that citizens could call to get either the ultimate information desired or a direction to the source that can provide the information. They also expressed the view that information services need to be more selective, interpretive, and personalized, to help provide that material that is truly relevant and responsive to the individual's needs.

There was strong sentiment for the view that the library must expand its concept of service if it is to be in the forefront of information services in the new age of information. The library has the potential to emerge as a potent public information source if it can shake the retarding elements of the old paradigm of public library service. It needs to change its ideas of:

- what information is (only cognitive);
- what the medium for information transfer is (only or primarily traditional print forms);
- what the institutional context for information transfer is (the quiet, reserved library context); and

what an information transfer facilitator is (the "librarian" image).

Many libraries and librarians have already changed significantly from the classic, traditional model, but in relation to the current realities, the field as a whole may, because of limited financial resources and limiting service conceptions, be acting too slowly in taking on the new and much more extended information service tasks required in an age of information.

Among the major tasks with which the Commission is charged is that of planning for the coordinated development and equitable use of the Nation's library and informational resources. To the extent that this task involves the Commission in system design—and the term "system" here does not necessarily imply either centralization of Federal control—the Commission must ask, again and again: "How well does this proposed system or service, meet the specific needs of group A? of group B? and of each of the other groups in our population that have special, identifiable needs for library and information service?" The implication of this is that the most valuable information stemming from the Denver User Needs Conference consists of the detailed statements of user requirements. The Commission is already using this material to help define and develop its national program. But every library, every city, every state, and every library system organization can also begin to use those requirements as a useful point of departure in appraising both present and planned services.

The Commission does not assume that the statements of user needs contained in the report of the Denver User Needs Conference are complete or even fully accurate. Some potential user groups in the population were not covered in any great detail; others were not covered at all. But until we can develop more detailed, empirically based, comprehensive data, the information in the report can serve the checklist function outlined above.

The conference presentations and discussion revealed the need to:

1. Develop an understanding of the library and information service needs of **all** subgroups of the population, and
2. Develop tools and techniques for gathering accurate, consistent, and comparable data on information needs and for the subsequent description of those needs.

The problem of achieving reliability and validity of data gathered on information needs is complex and diffi-

cult and will require concerted research attention for solution. The Denver User Needs Conference showed the potential of the type of uniform needs-expression format used by the conferees, and it seems likely that both data gathering and professional communication on user needs could be greatly improved if the aspects of needs indentified in the conference were more carefully defined and closely followed. Though the concept of "information need" is admittedly complex and resistant to simplistic formulations, it is possible to define needs adequately for the purpose of developing useful new information to assist library and information system planners.

The Denver User Needs Conference provided a forum for the expression of ideas, questions, and problems relating to user needs, as well as to means for fulfilling these needs. Meeting the many challenges discussed at the conference will take enormous effort and will require the active participation of the entire library and information-service community. It is essential that the members of that community study the data, the discussion, and the conclusions of the Denver User Needs Conference and then take the responsibility for adding, where possible, to our store of knowledge of user needs; for questioning and criticizing the findings in the conference report, where necessary; and for applying their own creativity, within their own maximum sphere of influence, to the dual tasks of understanding and fulfilling all of the needs for library and information service. To the extent that the report of the Denver User Needs Conference provides a stimulus for any of these responses, it will have fulfilled its purpose.

## CONTINUING LIBRARY AND INFORMATION SCIENCE EDUCATION

There is hardly an area of human endeavor that has not been seriously affected by the technological and sociological changes of the last quarter century. Information service is not an exception to this trend. There is a new emphasis on nonbook media, computers have become partners of information scientists, and new communication techniques have provided the opportunity for nationwide access to needed information. In addition social changes affecting information-seeking behavior have occurred at all levels of society. It is no wonder that well-trained librarians or information specialists recognize the urgent need to upgrade their knowledge and professional skills.

Until now, the library schools and the professional societies concerned have not brought together a coordinated

education program available to information service personnel. As one step toward fulfillment of its charge to develop plans for meeting national needs, the Commission awarded a contract to the Catholic University's Graduate Department of Library Science and charged the principal investigator, Dean Elizabeth Stone, with the task of providing recommendations for a nationwide program for the continuing education of professional librarians, information specialists, library technicians and library trustees. Dr. Stone and her associates were asked to outline a program that would ensure quality in the educational experience and bring together the efforts and funding of state, regional and national associations.

The results of the study were reviewed for the Commission by Dr. Stone in April 1974, and the full report was received shortly afterwards. The report, entitled "Continuing Library and Information Science Education—A Final Report to the National Commission on Libraries and Information Science," recommends creation of a Continuing Library Education Network and Exchange (CLENE). It would:

- Actively encourage widest participation possible by all levels of library and information science personnel.
- Involve those being served by the continuing education program in the decision-making process.
- Establish flexible working relationships between participating individuals and groups—national, regional, state and local.
- Provide for the continuing assessment of needs.
- Acquire, process, store, retrieve and disseminate information about existing library and information science education programs, resources and services.
- Produce and disseminate materials, resources and programs to meet specific high-priority needs of individuals and groups.
- Concern itself, through activities and policy statements, with current issues affecting libraries, information science and continuing education.
- Maintaining liaison with other professions for the purpose of promoting and exchanging continuing education ideas.

The proposed structure for CLENE focuses on four areas of activity:

1. Needs assessment and problem definition.
2. Information acquisition and coordination.

3. Program and resource development.

4. Communications and delivery.

During fiscal year 1975 the Commission will publish the report and give it wide distribution. The Commission will also call together a group of participants from professional organizations, library and information science education and various levels of library and information science services. The purpose of the conference will be to provide consensus on requirements, develop recommended courses of action, and consider appropriate methods of providing financial support to CLENE.

The Commission's role in the area of continuing library and information science education, as in other areas, has been and will probably continue to be primarily that of a catalyst. By defining and supporting a comprehensive exploratory study, and by helping to bring the appropriate groups together with each other and with the study results, the Commission hopes to stimulate and focus interest and support of the appropriate groups to encourage more cost-effective use of available resources.

## ALTERNATIVES FOR FINANCING THE PUBLIC LIBRARY

The first two reports of this Commission, covering fiscal years 1973 and 1974, have given attention to the problem of adequate financing for public libraries. In the last report the Commission summarized the results of a survey of the current methods of funding used by public libraries and described its plan to gather information on alternatives for future funding. That plan involved a contract to Government Studies and Systems, Inc. (GSS) of Philadelphia, Pennsylvania. GSS was asked to provide the Commission with a study of feasible alternatives for the future funding of the public library and its ancillary public information services and to project, in light of modern public goods theory, the financing mechanisms that will be needed to replace those (such as reliance on the local property tax) that may no longer be viable.

The report, completed in the spring of 1974, provides data to show that the current system of funding is inadequate and states that the inequitable distribution of costs among the levels and jurisdictions of government is a prime deterrent to the progressive development of a public library system responsive to the informational, educational and cultural needs of modern society. GSS points out that the public library has not emerged or developed in a political or bureaucratic form typical of other social institutions. It exists largely in an almost randomly-dis-

tributed pattern of semi-independent local service agencies and systems. Related by tradition and function to the public education system, the public library is not recognized as an integral part of public education nor is it recognized as a functional service in the mainstream of government. This set of characteristics places a heavy burden on public libraries in terms of attaining enough stable financial support to provide adequate services to all citizens. The public library's deep roots in the community and its strong-based civic support represent two of the institution's principal assets in striving for the funding necessary to develop a viable pattern of services responsive to the full variety of community and individual needs.

Based on figures for the year 1971-72, $814 million was spent for public libraries; this amounts to $4.00 per person per year. Where public library service is exemplary, the costs are $14.00 per capita and the gap between need and the actual expense is evident. Even if the money were available, it would be impossible to replicate instantly for the whole nation the facilities and services found where services are exemplary. But the availability of $8.00 to $10.00 per capita would provide an appropriate planning base for a national program. Total national expenditures would then be in a range of between $1.7 billion and $2.1 billion, based on 1974 population estimates. This would seem to be a realistic national expenditure figure on which to formulate a set of options for funding the public library.

Five options are available for financing public library service:

## 1. STATUS QUO

(a) Zero funding of the Library Services and Construction Act; complete reliance on revenue sharing, or

(b) Continuation of the Library Services and Construction Act at current or reduced levels.

## 2. RETRENCHMENT OF THE FEDERAL GOVERNMENTAL FINANCING ROLE

(a) No Federal funds for public libraries and no Federal policy with respect to public library development.

(b) Variable pattern of state and local support depending upon interest and fiscal capacity.

(c) Heavier reliance upon fees, fines and organized voluntary support.

3. **FEDERALIZED SYSTEM OF LIBRARIES; 75-90% LEVEL OF SUPPORT**
   (a) Direct Federal funding according to Federal standards.
   (b) Strategic and directed distribution of public library services to achieve uniform coverage.
   (c) Coordinated funding and functional planning of public libraries with other library funding programs under ESEA Title II and the Higher Education Act.
   (d) Full development and employment of technology to maximize services at lowest cost.
   (e) Authority structure related to Library of Congress.

4. **DOMINANT STATE FUNDING ROLE ("5-90% LEVEL OF SUPPORT)**
   (a) Minimal Federal role and funding.
   (b) Limited Federal funding geared to interstate fiscal disparities.
   (c) Relief of local tax burden for libraries.
   (d) Fuller utilization of untapped state tax resources.

5. **BALANCED INTERGOVERNMENTAL FUNDING SYSTEM— FEDERAL, STATE AND LOCAL**
   (a) Increased Federal support to meet upgraded library service and development needs.
   (b) Revised Library Services and Construction Act to reflect strengthened Federal role and mandate, coordinated Federal-state planning for a national program of public library services.
   (c) Increased state support to reflect prime responsibility for public library maintenance and development.
   (d) Decreased local support role.
   (e) Staged approach over ten-year period to achieve improved balance in intergovernmental funding pattern ending with Federal—20 percent; state—50 percent; and local—30 percent of a progressively elevated national expenditure for improved and expanded public library services.

Of the five options examined, the report recommends the fifth, the proposed balanced and strengthened intergovernmental system, as the one that is both effective and practicable.

The report **Alternatives for Financing the Public Library** will be available in early 1975 through the Superin-

tendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The Commission will review the recommendations of the study for possible integration into the National Program now being developed.

## RESOURCE AND BIBLIOGRAPHIC SUPPORT FOR A NATIONWIDE LIBRARY PROGRAM

The continuing interest of the Commission in resource and bibliographic centers as components of a national network led to a feasibility study contract given last year to the Westat Corporation of Maryland. Westat was asked to provide the conceptual design of the bibliographic and the resource centers to define both their scope and content, to give an approximation of developmental and operating costs and to offer some guidance regarding their management. The Westat report called individual access to needed information resources the foremost goal of the library community and went on to add that this goal provides the foundation for national planning of information services. While there may once have been a time when a library could aspire to self-sufficiency in providing for its clientele, that condition is no longer possible even for the largest libraries in the country. Resource sharing is now essential.

Foremost among the nationwide goals of the library and information science community is the access to needed information resources for all persons in all locations in the United States. The perceived right of individuals to such access provides the foundation for national information planning.

In even the largest libraries, the hope of adequately supplying its identified user groups has been constrained by simultaneous inflation of both cost and quantity of materials. While future technological developments may well make possible on-line retrieval of library materials at local terminals or the speedy remote publication of materials upon demand, present-day economics dictate solutions that do not depend on high technology.

A basis for these solutions exists in a concept of interlibrary loan expanded to resource sharing—cooperative activity supported by an organizational structure and coordination developed at the national level. Rational development of a nationwide program for resource sharing requires:

1. **Cooperative collection development.** A full range of materials must be collected and stored somewhere, if access is to be provided.
2. **Bibliographic access to materials.** A requisite of resource sharing is a standard bibliographic record, util-

ized consistently. If needed information is to be obtained, it must be made possible:

(a) to know that the information exists in recorded form;

(b) to know which collection holds the needed item; and

(c) to locate the item within a designated collection.

3. **Channels of communications.** Methods of, and channels for, communication must be structured to ensure access by all libraries to shared resources at a reasonable cost.
4. **Delivery of materials.** Identified and located materials must be made physically available.
5. **Compensation to lending libraries.** Lending libraries should receive compensation for making their resources available.
6. **Education in concepts and use of the program.** Librarians must be educated to operate the new systems, and potential users must be made aware of the program and its services.

Recognizing these requirements, the Westat study recommends:

1. That a National Library Network comprised of three coordinated systems be established within the Federal Government:
   (a) **A Resource System** to provide guaranteed access to needed materials.
   (b) **A Bibliographic System** to provide a unique authoritative bibliographic description for each item held in guaranteed access, as well as the locations of such materials.
   (c) **A Communications System** to provide rapid exchange of bibliographic information and requests for data and services
2. That the Library of Congress, through its MARC Project, should provide the comprehensive authoritative bibliographic coverage required in a manner responsive to needs of the total national information community and that it be designated as library-of-last-resort within the resource chain and as coordinator for international information exchange.
3. That operational responsibility for the network should rest largely at four Regional Library Support Centers.
4. That development at the regional centers should include organization of delivery zones to provide rapid access to needed materials available at that level.

5. That individual states should designate the state library, or other identified library or agency, as state coordinator for library support services and should ensure adequate responsive channels and facilities for local libraries or library systems.
6. That individual libraries should play a participatory role, sharing both their material and human resources by serving as system components.

The Commission has received the full report and will review its conclusions and recommendations for possible integration into the National Program. Many important questions must be answered before some of the ideas in the report can be translated into concrete and effective information activities.

## REGIONAL HEARINGS

Two public regional hearings were held this year by the Commission: one in Boston on October 3, 1973, for six New England States, and the other in San Antonio on April 24, 1974, for seven Southwestern States.

There are two main purposes of the regional hearings One is to receive statements about the needs for and status of library and information services in the region from citizens who use those services and from the professional, government officials and others who offer them. The other major purpose is to provide an opportunity for the same individuals to comment on the Commission's current activities. The hearings thus help to assure that Commission activities and programs are directed toward real needs and are appropriately responsive to them.

Witnesses from New England and the Southwest presented sharply contrasting pictures of library and information service conditions and needs within the regions. In some areas librarians and information scientists are concerned about selecting the most efficient, most economic technological ways of handling the increasing amounts of information being produced every year around the world in order that those researchers and businessmen, students and other citizens who need a part of it can locate what they want and receive it quickly enough to be useful to them. Practically next door are librarians whose primary concerns are that budgetary cutbacks of a few thousand dollars will eliminate basic bookmobile services to citizens who have no other means of receiving information or film programs that have been attracting young minority members into the library, or new encyclopedias needed so badly to update the reference collection.

In some states, usually those with strong state leadership and adequate financial support, libraries are joining together in networks that offer members access to remote collections, consultant services, training programs and materials and services for people with special needs, such as the handicapped and the institutionalized. For example, in Massachusetts different kinds of libraries have joined together to make their varied resources available to anyone who needs them; innovative audio-visual programs enhance school curricula and the state has funded a program to supplement college library collections. On the other hand, some states spend relatively small sums for library service and spread that thinly, with little provided to the state agency for coordination. In those cases, good service is left to the efforts and dedication of individual library workers and trustees. Special services in these states are all but impossible. For example, no one in New Hampshire lives more than one hour away from a public library; only 13 of 250 public libraries have professionally trained staff. Twenty-one counties in Texas have no library service at all. Arkansans share a collection totalling one book per person. Only two libraries in Maine meet accepted American Library Association standards.

This picture of library conditions in America that was conveyed in the hearings was nearly always accompanied by a plea for continuation of Federal categorical grants. Witnesses documented the growth in the collections and services of their libraries that was paid for with the Library Services and Construction Act funds. Many witnesses cited cuts in service that would have to be made if these funds are discontinued. Only a very few libraries had received any revenue sharing funds. In response to these pleas, the factual basis of which was corroborated by its own investigation of revenue sharing around the country, the Commission included in its proposed National Program a clear recommendation for continuation of categorical grants for library development.

Regional library cooperative efforts in both New England (New England Board of Higher Education) and the Southwest (Southern Regional Education Board Library) were described at the hearings by representatives of their regional library organizations. Unlike most regional groups, the New England Library Board is undergirded by an interstate compact. Witnesses elsewhere reported that the lack of this kind of legal base hampers other interstate organizations, because neither their membership nor their financial support is stable under voluntary agreements. Several witnesses voiced their fears of regional control over some functions of their institutions and

of a possible reduction in financial support for services to the majority of users in favor of mechanized systems designed to satisfy the needs of only a few. In contrast, there were those who felt that certain percentages of state and Federal funds should be especially designated for systems and networks, that these networks should have standards for participation, and that they should provide training for local librarians to use the service. In between were a variety of variant views.

A similar range of views was apparent among witnesses who offered reactions to the Commission's first draft of a National Program for Library and Information Services, which had been distributed to participants prior to each hearing. Some witnesses criticized it as "unhumanistic," asserting that it emphasized mechanical networks and ignored the needs of divergent groups who together make up a large part of the citizenry; i.e., children, youth, minorities, the institutionalized, the aged, Indians, ethnic groups, the geographically remote, and so on. Others approved the strong networking approach as appropriate to an interstate level of activity but cautioned the Commission about monolithic systems that may tend to overwhelm their component parts. A national network, they said, should be a framework for varying levels of cooperating groups and should develop incrementally. The component elements could well operate differently from one another. However, standards for performance and equipment should be established to provide guidelines for development.

Two witnesses told of the difficulties encountered by the National Library of Medicine as it sought to extend its information network to practicing physicians. Specialists reviewed the state of telecommunications and computer technology, and indicated that in the decade ahead economic considerations, more than technical considerations, will hinder expansion of the information-handling industry. Successful networking will be dependent on satisfactory settlement of the copyright issue. Suggestions were made that information brokers might be necessary between the user expressing his needs in his way and the language and procedures required by the index, data base or telecommunications system that holds the answer. All who addressed the issue agreed that both librarians and patrons will have to be the objects of widespread public relations and training programs, so that they can and will use to advantage the benefits of large information systems. A noted divergence of opinion was concerned with the use of a national information network. How many people need it? Are their needs now unmet or partly satisfied

by alternative, if less efficient, means? Can a large network be adapted to user needs or would users have to adapt to it? Do the known needs warrant the unknown cost?

The role of regional networks within the Commission's proposed National Program received much attention, since the draft suggested that Federal monies be disbursed to state agencies for local administration. Some witnesses pointed to the strengths of on-going regional organizations, saying that to bypass them was to ignore an obvious component of a national network. Others stated that bypassing the state agencies would disregard traditional modes of national organization and political realities as well. One speaker warned that only a few of the larger libraries in a state might choose to join a regional network whereas state agency participation would benefit all. Another reminded the Commission that authorities receiving Federal funds do not have to be limited to the instrumentalities that comprise the network.

Spokesmen from strong state agencies generally approved the opportunities and responsibilities accorded them in the proposed program, recognizing that they would require no dramatic changes in their modes or goals of operation. Persons from other states warned that their state's full participation in the proposed program may not be possible without special financial aid to prepare for it.

While witnesses at these hearings generally approved of the basically catalytic and coordinating role of the Federal Government outlined in the proposed plan, there were several suggestions regarding administrative organization. Some suggested that the Library of Congress should broaden its bibliographic capabilities, become a library-of-last-resort for the nation and also administer the working of the national network. Others suggested establishment of a new and independent body to oversee information network activities.

Questions were raised about coordination of present government information services and about their relationship to private data banks and indexing services. Some solution to the problem of escalating costs of these services is necessary. Special and research librarians described their difficulties in trying to supply users with the variety of data they need when much of it must be obtained from expensive, uniquely organized, separate but uncoordinated sources. One witness recommended government support of a computer retrieval system, broadly available to both public and private organizations such that the volume of demand for its stored information

would lower the cost of each search for those organizations. Federally-sponsored depositories for little-used materials and Federal support for the interlibrary loan services of large special libraries were recommended by university and special librarians and by planners from private information industries.

The second draft of the National Program, whose contents are summarized in the first section of this Annual Report, has benefited greatly from the comments, criticisms and recommendations received in the Regional Hearings.

The Southwest Regional Hearing brought to the attention of the Commission a problem only barely touched upon in prior hearings: the lack of library facilities on Indian reservations. Specific needs of the Indian people for information were presented in well-documented statements, and the problems of financing services were delineated in full. The commission responded by inviting representatives of the Bureau of Indian Affairs to a regular Commission meeting in Washington to explain the Bureau's role in providing library service and by appointing a committee of Commission members to look further into the matter.

Written testimony for the two regional hearings came to the Commission in great variety and profusion. Suggestions abounded for innovative programs and plans to help citizens find the information they need.

- A collection of photographs of historical and cultural objects that constituted a catalog of Texas history was described.
- There was the testimony of a Tucson librarian whose practice was to take Indian patrons to the bookstore so they could choose books for the library.
- There was a letter from a librarian struggling to find material in Spanish for patrons who needed information on raising vegetables.
- There was a faculty report from a School of Library Science about helping Indian students devise their own curriculum including a cataloging system appropriate to the Indian culture.
- There was news of workers in mental hospitals carefully choosing and using audio-visual materials in creative ways.
- There were maps of bookmobile routes crossing the plains to isolated communities.
- And there were details of new ventures combining school and public libraries in a single institution.

Dedicated people wrote to the Commission:

- An Oklahoma farmwife couldn't come to the hearing because it was planting season but took time from her work to tell the Commission the kinds of information her family needs.
- A teacher conducted street interviews so she could tell the Commission why people in her part of Louisiana don't use libraries.
- A vacationing woman penned ten pages about children's needs from the deck of a sailboat.
- Senator Ralph Yarborough told of his continuing work to promote funds for school and public libraries in the years since he shepherded the original Library Services and Construction Act through Congress.

There were other highlights: a thorough review of the information needs of geo-scientists, a preview of telecommunications a decade hence, a video-taped mini-hearing on library and information needs in New Mexico, a wise caution on the ill-effects of overusing fragile and rare materials for interlibrary loans and an erudite discussion of the exponential growth of publication and what it portends for information handlers. The grestest wealth of testimony came from librarians and trustees and information people and city and state officials who described their activites and told the Commission of their needs and their plans and their hopes for their future service now that national planning is underway.

Two more hearings are planned for 1974-75; one (for the Mountain States) in Denver on September 18, 1974, and the other, the last in the current series, in Philadelphia, Pennsylvania, for the Middle-Atlantic States.

## RELATED COMMISSION ACTIVITES

From the beginning it has been expected that the members of the National Commission on Libraries and Information Science would give substantial time and effort to the Commission activites. Commission members have accepted this requirement, serving on various committees or task force groups to fulfill assignments made by the Chairman. Frequently they have performed functions that would have been staff jobs in a larger organization. This individual depth of involvement has produced a cooperative working spirit that might not otherwise have evolved. In the paragraphs that follow, some of the work on the committees is reported.

## COPYRIGHT

A Copyright Information Committee was formed in 1971. Its work—accelerating in the last two years—has been to keep generally informed on the development of new copyright legislation. With respect to the draft legislation, the Commission committee has sought an opportunity to bring together the publishers and the librarians under conditions that could produce a workable compromise of their difference. The purpose of such a meeting would be to produce a position document for the guidance of the Federal legislative committees dealing with the new bill. The Senate is expected to pass an amended version of a copyright bill (S-1361) by early fall. The sections in the amended version relating to the use of copyright materials by libraries continue to suggest difficulties that will be encountered.

Of particular relevance to libraries are the sections describing limitations on exclusive rights including fair use and reproduction by libraries. The bill states that fair use determination will be based on the purpose and character of the use; the nature of the copyrighted work as a whole; the amount and substantiality of the portion used in relation to the copyrighted work as a whole; and the effect of the use upon the potential market for or value of the copyrighted work. It goes on to affirm that rights of reproduction and distribution extend to the isolated and unrelated reproduction or distribution of a single copy of the same material on separate occasions. These rights, it says, do not include the systematic reproduction or distribution of single or multiple copies whether made on one occasion or over a period of time. Since the bill fails to specify which library photocopying practices constitute the making of single copies as distinguished from systematic reproduction, and its provisions could be interpreted to forbid many of the usual practices of research libraries in serving their clients, a letter was sent to the appropriate committees and to Senator John McClellan setting forth this viewpoint of the Commission and asking that the language be clarified.

A central effort of the Commission, however, will be to seek through discussion an accommodation between the parties affected—authors, publishers, librarians, and users.

## LIBRARY SERVICE TO AMERICAN INDIANS ON RESERVATIONS

The problems faced by the average citizen in gaining access to information or even to a library are miniscule compared with the same problems for American Indians

on many of the reservations where they live. This situation was made abundantly clear by Indian people testifying in Santa Fe, New Mexico, San Antonio, Texas, and by others writing to the Commission offices. Library service appears to be either nonexistent or extremely inadequate, because provision for it is not a state responsibility and because no agency of the Federal Government is funded to provide such service. The need to remedy this lack of service to Indians is a special requirement demanding quick action. To determine the proper direction for such action, the Commission appointed a fact-finding committee to gather information and provide a plan. The Commission heard presentations by the Department of Health, Education and Welfare and the Bureau of Indian Affairs on library service to Indians. The Commission—in light of the reports—asked the BIA to appoint an officer responsible for library affairs and to formulate and publish a new long-range program for library service.

## WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES

The introduction of legislation requesting the President to call a White House Conference on Library and Information Services is an activity supported by the Commission. A national conference in Washington, D.C., preceded by state and regional conferences would stimulate a national discussion about the value of libraries and information resources in our society and help to define the appropriate roles of local, state and Federal governments in the support of these precious national resources. Such a discussion would be very helpful to the Commission in its planning objectives.

Since the legislation gives the Commission the role of planning and conducting the Conference, the Commission was invited to testify to the Senate and House Committees regarding S. J. Resolution 40. The Commission Chairman presented the Commission's testimony asking that the resolution receive favorable consideration and action.

The Senate passed the resolution on November 20, 1973. To expedite action, the bill was brought to the House floor on June 4, 1974, under a suspension of the rules, but failed by 24 votes to carry the two-thirds necessary for passage. The bill will be brought to the House again for a vote under the rules before the close of the 93rd Congress. Passage by the simple majority required is expected.

## PUBLIC STATEMENTS ADOPTED

The Commission members voted unanimously to place two statements (see below) on the record and be

fore the public. The first deals with the continuing need for Federal funds to develop and sustain library programs. The second supports the National Program for Acquisitions and Cataloging in the Library of Congress.

### STATEMENT ON LIBRARY FUNDING

"In its effort to work toward improved library and information services, the National Commission on Libraries and Information Science has closely monitored changing library funding patterns including revenue sharing. Recent reports including studies of the U.S. Department of Treasury and other governmental organizations and professional associations indicate that libraries are last in funding among the eight priority areas eligible for general revenue sharing. Though individual libraries have benefited from revenue sharing, the overall funding pattern has provided only a small fraction of the amounts available in earlier years from categorical funds."

### STATEMENT OF THE NATIONAL PROGRAM FOR ACQUISITIONS AND CATALOGING

"The output of serious recorded informational material in books and other formats in many languages has increased dramatically in recent years, and this increase is expected to continue. Access to the world's knowledge as it is recorded is vital to the United States and to industrial, governmental, social, environmental, educational, business and scholarly interests within this nation. It is essential, therefore, to expand and improve the national program for collecting, cataloging and making available the worldwide production of recorded knowledge. A Library of Congress activity, the National Program for Acquisitions and Cataloging (NPAC), has already saved the nation's scholarly libraries from an inability to collect comprehensively in important foreign areas. It has also saved them from the incalculable expense of duplicate, repetitive cataloging of these materials. The Library of Congress must be provided with the means to further this important work. The National Commission on Libraries and Information Science commends to the Congress of the United States the NPAC as the best available cost-effective method for providing access to the worldwide information required for present and future generations of United States' citizens and scholars."

## ADMINISTRATION AND ORGANIZATION

President Nixon appointed two new members to the Commission in July 1973. Mrs. Julia Li Wu of California

and Mr. Daniel W. Casey of New York were appointed to terms ending in 1978. Mrs. Bessie Boehm Moore, who has served on the Commission since its inception, was reappointed for five years. The members whose terms were completed and who left the Commission after three years of distinguished service are John G. Kemeny of New Hampshire and Alfred R. Zipf of California.

Mrs. Wu brings to the Commission a background of library activity as a school librarian. Mr. Casey, Immediate Past President of the American Library Trustee Association, has been affiliated with a number of library organizations as trustee and officer.

The Commission elects annually one member to serve as Vice-Chairman. In 1973-74, Mrs. Bessie Boehm Moore was elected to serve her second year in this position.

As the year ended, the Executive Director, Charles H. Stevens, left the Commission to accept an appointment with the Southeastern Library Network (SOLINET).

Mr. Roderick G. Swartz, Deputy Director, has been awarded both a Fulbright Fellowship and a Council on Library Resources Grant for study. He has accepted these awards and will begin the work under the two programs in Europe in 1975. His service to the Commission will end in December 1974.

Mr. Alphonse F. Trezza, Director of the Illinois State Library, has agreed to accept the post of Executive Director effective December 1, 1974. Mr. Trezza has had a distinguished career of library activites and was largely responsible for the development of a network of public, academic, school and special libraries in Illinois. He has served in several professional library association posts as an elected official and as an employee. He is widely known among professional librarians and is experienced in the development of legislative programs for libraries.

Mrs. Martha Quigley joined the office staff in May for part-time assignments.

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# APPENDIX I
## THE ACT

Public Law 91-345
91st Congress, S. 1519
July 20, 1970
As amended by Public Law 93-29, Section 803, May 3, 1973

# An Act

To establish a National Commission on Libraries and Information Science, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That this Act may be cited as the "National Commission on Libraries and Information Science Act". National Commission on Libraries and Information Science Act.

STATEMENT OF POLICY

SEC. 2. The Congress hereby affirms that library and information services adequate to meet the needs of the people of the United States are essential to achieve national goals and to utilize most effectively the Nation's educational resources and that the Federal Government will cooperate with State and local governments and public and private agencies in assuring optimum provision of such services.

COMMISSION ESTABLISHED

SEC. 3. (a) There is hereby established as an independent agency within the executive branch, a National Commission on Libraries and Information Science (hereinafter referred to as the "Commission").

(b) The Department of Health, Education, and Welfare shall provide the Commission with necessary administrative services (including those related to budgeting, accounting, financial reporting, personnel, and procurement) for which payment shall be made in advance, or by reimbursement, from funds of the Commission and such amounts as may be agreed upon by the Commission and the Secretary of Health, Education, and Welfare.

84 STAT. 440
84 STAT. 441

CONTRIBUTIONS

SEC. 4. The Commission shall have authority to accept in the name of the United States grants, gifts, or bequests of money for immediate disbursement in furtherance of the functions of the Commission. Such grants, gifts, or bequests, after acceptance by the Commission, shall be paid by the donor or his representative to the Treasurer of the United States whose receipts shall be their acquittance. The Treasurer of the United States shall enter them in a special account to the credit of the Commission for the purposes in each case specified.

FUNCTIONS

SEC. 5. (a) The Commission shall have the primary responsibility for developing or recommending overall plans for, and advising the appropriate governments and agencies on, the policy set forth in section 2. In carrying out that responsibility, the Commission shall—

(1) advise the President and the Congress on the implementation of national policy by such statements, presentations, and reports as it deems appropriate; Advice to President and Congress.

(2) conduct studies, surveys, and analyses of the library and informational needs of the Nation, including the special library and informational needs of rural areas, of economically, socially, or culturally deprived persons, and of elderly persons, and the means by which these needs may be met through information centers, through the libraries of elementary and secondary schools and institutions of higher education, and through public, research, special, and other types of libraries; Studies, surveys, etc.

(3) appraise the adequacies and deficiencies of current library and information resources and services and evaluate the effectiveness of current library and information science programs;

(4) develop overall plans for meeting national library and informational needs and for the coordination of activities at the Federal, State, and local levels, taking into consideration all of the library and informational resources of the Nation to meet those needs;

(5) be authorized to advise Federal, State, local, and private agencies regarding library and information sciences;

(6) promote research and development activities which will extend and improve the Nation's library and information-handling capability as essential links in the national communications networks;

Report to President and Congress.

(7) submit to the President and the Congress (not later than January 31 of each year) a report on its activities during the preceding fiscal year; and

(8) make and publish such additional reports as it deems to be necessary, including, but not limited to, reports of consultants, transcripts of testimony, summary reports, and reports of other Commission findings, studies, and recommendations.

Contract authority.

(b) The Commission is authorized to contract with Federal agencies and other public and private agencies to carry out any of its functions under subsection (a) and to publish and disseminate such reports, findings, studies, and records as it deems appropriate.

Hearings.

(c) The Commission is further authorized to conduct such hearings at such times and places as it deems appropriate for carrying out the purposes of this Act.

(d) The heads of all Federal agencies are, to the extent not prohibited by law, directed to cooperate with the Commission in carrying out the purposes of this Act.

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84 STAT. 442

MEMBERSHIP

Appointments by President.

SEC. 6. (a) The Commission shall be composed of the Librarian of Congress and fourteen members appointed by the President, by and with the advice and consent of the Senate. Five members of the Commission shall be professional librarians or information specialists, and the remainder shall be persons having special competence or interest in the needs of our society for library and information services, at least one of whom shall be knowledgeable with respect to the technological aspects of library and information services and sciences, and at least one other of whom shall be knowledgeable with respect to the library and information service and science needs of the elderly. One of the members of the Commission shall be designated by the President as Chairman of the Commission. The terms of office of the appointive members of the Commission shall be five years, except that (1) the terms of office of the members first appointed shall commence on the date of enactment of this Act and shall expire two at the end of one year, three at the end of two years, three at the end of three years, three at the end of four years, and three at the end of five years, as designated by the President at the time of appointment, and (2) a member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed only for the remainder of such term.

Terms of office.

Compensation, travel expenses.

(b) Members of the Commission who are not in the regular full-time employ of the United States shall, while attending meetings or conferences of the Commission or otherwise engaged in the business of the Commission, be entitled to receive compensation at a rate fixed by the Chairman, but not exceeding the rate specified at the time of such

service for grade GS-18 in section 5332 of title 5, United States Code, including traveltime, and while so serving on the business of the Commission away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons employed intermittently in the Government service. 35 F.R. 6247. 83 Stat. 190.

(c)(1) The Commission is authorized to appoint, without regard to the provisions of title 5, United States Code, covering appointments in the competitive service, such professional and technical personnel as may be necessary to enable it to carry out its function under this Act. Professional and technical personnel, appointment. 80 Stat. 378.

(2) The Commission may procure, without regard to the civil service or classification laws, temporary and intermittent services of such personnel as is necessary to the extent authorized by section 3109 of title 5, United States Code, but at rates not to exceed the rate specified at the time of such service for grade GS-18 in section 5332 of title 5, United States Code, including traveltime, and while so serving on the business of the Commission away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons employed intermittently in the Government service.

AUTHORIZATION OF APPROPRIATIONS

SEC. 7. There are hereby authorized to be appropriated $500,000 for the fiscal year ending June 30, 1970, and $750,000 for the fiscal year ending June 30, 1971, and for each succeeding year, for the purpose of carrying out the provisions of this Act.

**Approved July 20, 1970.**

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LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 91-240 accompanying H.R. 10666 (Comm. on Education and Labor) and No. 91-1226 (Comm. of Conference).
SENATE REPORT No. 91-196 (Comm. on Labor and Public Welfare).
CONGRESSIONAL RECORD:
Vol. 115 (1969): May 23, considered and passed Senate.
Vol. 116 (1970): April 20, considered and passed House, amended, in lieu of H.R. 10666.
June 29, House agreed to conference report.
July 6, Senate agreed to conference report.

# APPENDIX II

## LIST OF MEMBERS 1/

Andrew A. Aines, Senior Staff Associate, Office of Science Information Service, National Science Foundation, Washington, D.C. (1976)

William O. Baker, President, Bell Telephone Laboratories, Murry Hill, New Jersey (1975)

Joseph Becker, President, Becker and Hayes, Inc., Los Angeles, California (1974)

Frederick Burkhardt, President, American Council of Learned Societies, New York, New York (1975)

Daniel W. Casey, Immediate Past President, American Library Trustee Association, Syracuse, New York (1978)

Harold C. Crotty, President, Brotherhood of Maintenance of Way Employes, Detroit, Michigan (1977)

Carlos A. Cuadra, General Manager, SDC Search Service, System Development Corporation, Santa Monica, California (1974)

Leslie W. Dunlap, Dean, Library Administration, The University of Iowa Libraries, Iowa City, Iowa (1975)

Martin Goland, President, Southwest Research Institute, San Antonio, Texas (1977)

Louis A. Lerner, Publisher, Lerner Home Newspapers, Chicago, Illinois (1977)

Bessie Boehm Moore, Coordinator, Economic and Environmental Education, State Department of Education, Little Rock, Arkansas (1978)

L. Quincy Mumford (Ex Officio), The Librarian of Congress, U.S. Library of Congress, Washington, D.C.

Catherine D. Scott, Librarian, National Air and Space Museum, Smithsonian Institute, Washington, D.C. (1976)

Julia Li Wu, Head Librarian, Virgil Junior High School, Los Angeles, California (1978)

John E. Velde, Jr., Velde, Roelfs and Company, Pekin, Illinois (1974)

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1/ Expiration date of current appointment in parenthesis.

## APPENDIX III

### COMMITTEES

**American Indians**

Bessie Moore, Chairman
Martin Goland
Julia Wu

**Applications of New Technology**

William Baker, Chairman
Martin Goland

**Copyright Information**

Martin Goland, Chairman
John Lorenz *
Catherine Scott

**National Program for Library and Information Services**

Joseph Becker, Chairman
William Baker
Frederick Burkhardt
Carlos Cuadra
Leslie Dunlap
John Lorenz *
Bessie Moore

**Needs of Users**

Carlos Cuadra, Chairman
Joseph Becker

**Public Information**

Louis Lerner, Chairman
Daniel Casey
Harold Crotty
Catherine Scott
John E. Velde, Jr.

**Regional Hearings**

Bessie Moore, Chairman
Louis Lerner
Catherine Scott

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* Mr. Lorenz, Deputy Librarian of Congress, serves on these committees for L. Quincy Mumford, Librarian of Congress.

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# APPENDIX IV

## Fiscal Statement—1974

| | | |
|---|---|---|
| *Appropriation* | | $406,000 |
| *Expenditures* | | |
| Compensation for personnel | | |
| Staff | $117,231 | |
| Commission members & consultants | 61,098 | |
| Benefits | 13,024 | |
| Subtotal | | 191,353 |
| Operating expense | | |
| Office rental, utilities and communications | 19,400 | |
| Equipment, furniture | 4,878 | |
| Government services | 8,037 | |
| Printing and reproduction | 6,432 | |
| Meetings | 1,674 | |
| Supplies and miscellaneous | 3,011 | |
| Travel and per diem | 48,837 | |
| Subtotal | | 92,269 |
| Research and study contracts | 122,343 | |
| Subtotal | | 122,343 |
| *Returned to Treasurer of the U.S.* | | 35 |
| TOTAL | | $406,000 |



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